

# BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009 (Filed April 13, 2006)

# OPENING COMMENTS OF THE COMMUNITY ENVIRONMENTAL COUNCIL ON PROPOSED INTERIM OPINION ON GREENHOUSE GAS REGULATORY STRATEGIES

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# OPENING COMMENTS OF THE COMMUNITY ENVIRONMENTAL COUNCIL ON PROPOSED INTERIM OPINION ON GREENHOUSE GAS REGULATORY STRATEGIES

The Community Environmental Council ("Environmental Council") respectfully submits these opening comments on the proposed Interim Opinion on Greenhouse Gas Regulatory Strategies ("PD"), dated February 8, 2008.

The Environmental Council is a member-supported environmental non-profit organization formed in Santa Barbara in 1970 and is the leading environmental organization in our region. In 2004, the Environmental Council shifted its primary focus to energy and transportation issues and we are spearheading a regional effort to wean our communities from fossil fuels, on a net basis, during the next two decades. We are almost unique in combining on the ground work on a number of energy and climate change-related issues with our work on state and federal policy issues. Our state policy work is directly informed by our experience with what has worked, or is likely to work, at the local level. More information on the Environmental Council and our energy programs may be found at www.fossilfreeby33.org.

A summary of our opening comments follows. The Environmental Council:

- generally supports the PD; we also support:
  - o the proposed cap and trade system for the electricity sector
  - requiring all utilities, including publicly-owned utilities to enact vigorous energy efficiency programs and similar renewable energy standards, as the PD recommends to the Air Resources Board
- applauds the Public Utilities Commission and the Energy Commission ("Joint Commissions") for re-affirming a commitment to going beyond the

20% by 2010 renewable portfolio standard. However, we urge the Joint Commissions to reaffirm their previous support for a 33% standard by 2020

- urge the Joint Commissions to recommend that the Air Resources Board examine a carbon tax for all energy sectors as a complement or alternative to cap and trade
- urges the Joint Commissions to re-visit, as soon as possible, the issue of whether the natural gas sector should also be included in a cap and trade system
- urges the Joint Commissions to include in the PD the CPUC's previous statements regarding assessing the lifecycle emissions of electricity generation technologies and various sources of natural gas
- urges the Joint Commissions to include, in their comments on legal issues, the likely economic benefits of greenhouse gas mitigation in California, along with the possible benefits in terms of reduced damage from climate change

#### I. Discussion

# A. Leveling the playing field for POUs, CCAs, ESPs and IOUs

The Environmental Council supports the PD's recommendation to the Air Resources Board (ARB) regarding mandating higher RPS levels on publicly-owned utilities. While many POUs have self-imposed RPS goals similar to what the IOUs are subject to<sup>1</sup>, the types of technologies that qualify under some POU goals (such as large hydro for some jurisdictions) vary from state IOU mandates. Also, the lack of any outside enforcement of POU goals makes achievement of the self-imposed goals less likely.

Similarly, we appreciate the PD's evaluation "of creating a level playing field for all retail providers of electricity in California by extending the same requirements for energy efficiency programs and renewable energy delivery to IOUs, POUs, ESPs, and CCAs."<sup>2</sup>

While we support maximum devolution of government authority as a general principle, there is in this case a strong argument to be made that the playing field should be more level and that state mandates on locally-governed agencies (POUs and CCAs) are the lesser evil. Imposing the same RPS and EE requirements on POUs, ESPs and CCAs will also eliminate the oft-heard argument from the IOUs that unfair requirements are placed on them *vis a vis* the POUs.

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<sup>&</sup>lt;sup>1</sup> We note that some POUs have set even higher goals, such as Los Angeles Department of Water and Power; we note also that SMUD has been an exemplar for years, not only to POUs but also IOUs, in terms of renewable energy and energy efficiency programs <sup>2</sup> P. 16.

## B. 33% by 2020 RPS

The Environmental Council applauds the PD's support for going beyond the 20% by 2010 RPS.<sup>3</sup> The PD states, however: "We leave open consideration of the appropriate statutory percentage requirements and deadlines, pending further analysis." This is a strange statement considering the fact that the Joint Commissions are on record in numerous documents and decisions supporting the 33% by 2020 RPS goal. In a very recent (Feb., 2008) decision in the RPS proceeding, the CPUC stated: "[W]e agree 'with Aglet that pursuing a 33% target is a policy goal of the Commission and one that should be pursued by the IOUs at this time.'" The Joint Commissions are also on record, of course, supporting the 33% RPS in the Energy Action Plan II. We urge the Joint Commissions to reaffirm support for the 33% by 2020 RPS in the PD.

# i. Natural gas sector cap and trade

The Environmental Council previously recommended that the natural gas sector (NG sector) be included in a cap and trade system (*see* the Environmental Council's opening and reply comments on NG sector point of regulation issues). The PD declined to include the NG sector in a cap and trade system, citing the lack of widely available sustainable alternatives to mined natural gas. The PD states: "Several parties acknowledge that biogas holds some potential, but submit that there are technological and environmental obstacles to be overcome before this resource can be commercialized." However, the PD seems to overlook the fact that the policies the Joint Commissions are putting in place are not designed for an unchanging present – they are designed to taken into account

<sup>&</sup>lt;sup>3</sup> Pp. 29-30.

<sup>4</sup> Id

<sup>&</sup>lt;sup>5</sup> D.08-02-008, quoting D.07-12-052, p. 255

likely future developments and to *spur* developments in the right direction. As we noted in previous comments, there are numerous promising sources of biogas and seep gas in California that could help reduce mined NG demand in California.

While we disagree that widely available alternatives will not be available over the next two decades, we agree with the PD that the best options for reducing emissions in the NG sector will be beefed-up efficiency and conservation programs. If a programmatic approach for the NG sector, as recommended by the PD, results in substantial emissions reductions without a cap and trade, we support such an approach for the nonce. However, under such an approach it is imperative that the CPUC set additional ambitious NG sector savings goals – and vigorously enforce such goals through application of penalties where warranted.

There has been much controversy over the last few months regarding the CPUC's new "risk/reward" incentive structure for electricity and NG savings, particularly when the CPUC recently modified the program to allow rewards (profits) to accrue if the IOUs achieve only 65% of the savings goals. For the NG sector to achieve the deep cuts in emissions necessary under AB 32, we anticipate that the IOUs will have to achieve far more than 65% of the savings goals. Alternatively, the CPUC will have to set higher goals. As the process continues in R.06-04-010 (the energy efficiency proceeding) for setting goals beyond the 2009-2011 portfolios, through 2020, we strongly recommend that the Joint Commissions fully consider the impacts skyrocketing fossil fuel prices are having on the cost-effectiveness of energy efficiency, through enacting robust energy efficiency savings goals for the electricity and NG sectors for later years.

Accordingly, we urge the Joint Commissions to reconsider inclusion of the NG sector in a cap and trade system at a specified later date – perhaps by 2010.

#### C. The Commission should recommend that ARB consider a carbon tax

The PD, at page 26, states that the Joint Commissions did not "seriously consider the carbon tax option" because "it would most likely be imposed on the economy as a whole by ARB." The Environmental Council recommended, in comments on the MAC Report last year, as well as in comments on the point of regulation in the NG sector, that the Joint Commissions fully consider a carbon tax as a substitute or a complement to the proposed cap and trade system.

We note that the PD makes a number of recommendations to ARB that require ARB to take action requiring additional legislation (because such authority is outside of the Joint Commissions' and ARB's purview) – such as imposing energy efficiency requirements on POUs, uniform renewable energy requirements on POUs and IOUs, or seeking additional authority to auction emissions allowances. Accordingly, the argument offered at page 26 regarding why the Joint Commissions did not seriously consider the carbon tax option does not appear to have merit. As we discussed in previous comments to the Joint Commissions, we urge the Joint Commissions to fully consider the carbon tax option as a possibly superior – or at least complementary – policy tool for reducing greenhouse gas emissions in the electricity and NG sectors.

#### D. Lifecycle emission analysis needs to be discussed

The CPUC considered the Environmental Council's comments regarding lifecycle emissions for power generation technologies earlier in this proceeding.

In the Assigned Commissioner's Ruling and Phase II Scoping Memo from February 2, 2007, the CPUC stated:

In its PHC statement, Community Environmental Council recommended that the CPUC apply a lifecycle analysis to identify emissions related to liquefied natural gas storage facilities. Community Environmental Council argues that lifecycle analysis provides a more complete picture of emissions associated with energy consumption. However, such an analysis is considerably more complicated than traditional output-based emissions analysis. I understand from CPUC staff that researchers have yet to agree upon a methodology for performing lifecycle analyses of GHG emissions for some fuel sources, in particular, nuclear and liquefied natural gas. If this proceeding were to undertake a lifecycle analysis for liquefied natural gas facilities, to be consistent a lifecycle analysis would be necessary for all methods used to produce electricity. This would require well-established, peer-reviewed analyses and/or submission by the parties of alternative analyses for review in this proceeding. Because the methodology for lifecycle analysis of GHG emissions is still being developed, and widely accepted studies have not been completed, I do not include lifecycle analysis of GHG emissions in the scope of Phase 2. Because CARB has indicated a desire to conduct this type of analysis for its AB 32 regulations and those regulations are not required to be adopted until after the end of the timetable for this proceeding, it is possible that the CPUC may want to consider analysis of lifecycle emissions during a later proceeding.6

The Environmental Council also submitted a detailed analysis of this issue in opening comments on NG sector point of regulation issues (Dec. 17, 2007). The Joint Commissions failed to address these comments in any way in the PD.

With the issue of lifecycle analysis of emissions, in both the transportation sector<sup>7</sup> and the utility sector, becoming more prominent (numerous studies have been

<sup>&</sup>lt;sup>6</sup> Pp. 13-14.

<sup>&</sup>lt;sup>7</sup> The biofuels debate, in particular, has heated up recently due to new studies examining the indirect impacts of biofuels production in the US in terms of increased crop cultivation and land use impacts in other countries allegedly resulting from decline of corn and other grain exports from the US.

released over the last two years on this issue), it would behoove the Joint Commissions to re-consider the proper timing of a lifecycle emissions analysis for the utility sector. We urge the Joint Commissions to establish a timetable for such an analysis in a new phase of this proceeding or establish a new proceeding to examine these issues.

The Energy Commission is, in fact, on record supporting just such an analysis in its last inventory of state-wide greenhouse gas emissions: "Because GHGs affect the entire planet, not just the location where they are emitted, policies developed to address climate change should include an evaluation of emissions from the entire fuel cycle whenever possible."8

It is troubling that the Joint Commissions, and not just the CPUC, continue to decline to address this possible crucial issue. At the least, the PD should mention the previous discussion had in this proceeding on this issue and indicate the Joint Commissions' latest thinking on this issue.

# E. Legal issues

We are pleased that the Joint Commissions agreed with our analysis that the deliverer/first seller approach should not be found to be preempted by the dormant Commerce Clause. However, as mentioned in previous comments, we recommend that the PD also list the likely economic benefits of reducing greenhouse gas emissions in California (see our Comments on the MAC Report, August 6, 2007). By listing such benefits, as well as the benefits from mitigating climate change concerns (which admittedly will be very long-term and won't happen unless the rest of the U.S. and other nations also dramatically reduce

<sup>&</sup>lt;sup>8</sup> CEC, statewide greenhouse gas inventory, p. iii. Dec., 2006.

GHGs), the proposed cap and trade system will be more likely to withstand any legal challenge brought against it pursuant to the Commerce Clause and the *Pike* balancing test.

#### F. Miscellaneous comments and errata

The PD lists a number of entities supportive of the deliverer/first seller approach to cap and trade, at page 47. The Environmental Council should also be listed, as we submitted comments on at least three occasions in this proceeding supporting this approach to cap and trade (on August 6, 2007, in comments on the Market Advisory Committee report, and on December 17, 2007, in opening comments on natural gas sector point of regulation issues and later in reply comments).

The PD is missing a "the" in the second paragraph on page 87, after "many of" and "parties'" in the middle of the paragraph.

On page 90, "Leiberman" should be "Lieberman."

Respectfully submitted,

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Dated: February 28, 2008

#### CERTIFICATE OF SERVICE

I hereby certify that I have served by electronic service a copy of the foregoing OPENING COMMENTS OF THE COMMUNITY ENVIRONMENTAL COUNCIL ON INTERIM OPINION ON GREENHOUSE GAS REGULATORY STRATEGIES on all known interested parties of record in R.06-04-009 included on the service list appended to the original document filed with this Commission. Service by first class U.S. mail has also been provided to those who have not provided an email address.

Dated at Santa Barbara, California, February 28, 2008.

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